



MEMORANDUM

TO: The Mayor and Aldermen of the City of Savannah

FROM: Candra Teshome, Planning and Zoning Liaison

DATE: September 10, 2020

SUBJECT: Request to Amend Section 7.14 Alcohol Overlay of the Zoning Ordinance and Zoning Map (File No. File No. 20-003804-ZA)

Subject Properties:

AD-5 District (Waters Avenue Area): Waters Avenue from E. DeRenne Avenue to E. 66th Street

PIN(s): 20114 05001, 20114 05014 , 20114 05015, 20114 06012, 20114 06013, 20114 06014, 20114 09013, 20114 10005, 20114 10012, 20114 10013, 20114 10015, 20114 10018, 20114 14003, 20114 14004, 20114 14012, 20114 14014, 20114 14016, 20114 15012, 20114 15013, 20114 15022, 20114 18011, 20114 18019, 20114 19001, 20114 19015, 20114 19016, 20114 24001, 20114 24016, 20114 25011, 20114 25012, 20114 28010, 20114 29001, 20114 29015, 20114 30008, 20114 30009, 20125A05014, 20125A05015 and 20125A05017.

AD-6 District (Skidaway Road Area): Skidaway Road from Pennsylvania Avenue to E. Victory Drive

PIN(s): 20060 37008, 20060 40007, 20060 41001, 20061 09003, 20079 03003, 20079 05008, 20079 06004, 20079 06005, 20079 06006, 20079 10001, 20079 10002, 20079 11002, 20079 11003, 20079 11004, 20079 15001, 20079 15002, 20079 15015, 20079 15018, 20079 16008, 20079 16009, 20079 16010, 20079 19001, 20079 19002, 20079 19003, 20079 19004, 20079 19005A, 20079 19018, 20079 19022, 20079 20005, 20079 20006, 20079 20007, 20079 23001, 20079 23002, 20079 23003, 20079 24004, 20079 24005, 20079 24006, 20079 24007, 20079 27001, 20079 27002, 20079 27003, 20079 27035, 20079 29001 and 20083 01013.

AD-7 District (Pennsylvania Avenue Area): Pennsylvania Avenue from Mississippi Avenue to Hale Street

PIN(s): 20039 02001, 20039 02007, 20058 04001, 20058 04012, 20058 04014, 20058 04018, 20058 04019, 20058 07007, 20058 08006, 20058 14006, 20058 14012, 20058 14013, 20058 19003, 20058 08010, 20058 04020 and 20058 04021.



AD-8 District (Wheaton Street Area): Wheaton Street from the Waters Avenue to the Truman Parkway

PIN(s): 20034 23003, 20034 23004, 20034 23005, 20034 23006, 20034 23007, 20034 23008, 20034 23009, 20034 23010, 20034 23011, 20034 23012, 20034 23013, 20034 23014, 20034 24013, 20041 04006, 20041 04007, 20041 07011, 20041 09002, 20041 09003, 20041 09004, 20041 09005, 20041 09006, 20041 09007, 20041 09019, 20041 10003, 20041 10005, 20041 10006, 20041 10008, 20041 11001, 20041 11003 and 20041 06008.

AD-9 District (East DeRenne Avenue Area): DeRenne Avenue from Waters Avenue to the Truman Parkway

PIN(s): 20125A03038, 20125A03042, 20125A03043, 20125A03044, 20125A04002, 20125A04003, 20125A04004, 20125A04005, 20125A04006, 20125A04007, 20125A04008, 20125A04010, 20125A04011, 20125A04035, 20125A05007, 20125A05007A, 20125A05008, 20125A05011, 20125A05014, 20125A05015, 20125A05016 and 20125A05017.

Petitioner's Request

Petition of Bridget Lidy on behalf of the Mayor and Aldermen to amend the zoning ordinance and zoning map to establish alcohol overlay districts within the boundaries of Aldermanic District 3.


Issue

Several corridors within the boundaries of District 3, and adjacent to other Aldermanic Districts, are affected by the proliferation of establishments with a license to sell or dispense alcoholic beverages, which conflicts with the purpose of the Alcoholic Beverage Ordinance. The establishment of the proposed overlays is meant to address the concentration of establishments engaging in the sales and/or service of alcohol in certain areas which contribute to undesirable conditions and activity, such as littering, loitering, aggressive panhandling, noise and increased vehicular traffic. The Overlay District creates standards to curtail or prevent these and other detrimental actions from diminishing property values and the quality of life for nearby residents and property owners.

On June 25, 2020, Mayor and Aldermen issued a 90-day temporary pause on the issuance of any new license submitted by package stores and convenience stores to sell or dispense alcoholic beverages. This allowed staff to analyzed data, explored best practices, conducted a community survey, and convene two virtual meetings.

Background Information

In response to the 90-day temporary stay, City staff conducted a spatial study of District 3 to



determine the effects of alcohol sales within the district's boundaries. Staff implemented a study that examined the presence of any non-conforming parcels, the identification of any correlation between alcohol sales and crime, and an examination of the density and / or distance between stores that engage in alcohol sales. In addition, staff engaged in the public participation process by opening a survey to gauge public sentiment regarding the establishment of an alcohol overlay in the district. Staff conducted the spatial analysis independent of the survey results; however, the survey results revealed a correlation between public sentiment and the areas of recommendation for an overlay. Two virtual meetings were held for the public on August 19 and 20, 2020 to provide an opportunity for the public to provide feedback into this initiative. Robocalls were used to notify residents and businesses with land-line phones of the meeting.

Results of the Survey

Of the 143 persons responding to the survey, 55.18 percent of respondents agreed or strongly agreed that the district would benefit from an alcohol overlay, 26.2 percent disagreed or strongly disagreed and 18.62 percent neither agreed nor disagreed. In addition, respondents indicated that the top five (5) concerns were littering (79.02 percent), property crime (41.26 percent), noise (41.26 percent), increased vehicular traffic / cruising (37.76 percent) and loitering (30.77 percent). Respondents indicated that these issues were prevalent along Skidaway Road, followed by Pennsylvania Avenue, Waters Avenue, Wheaton Street and Delesseps Avenue.

Results of the Spatial Analysis

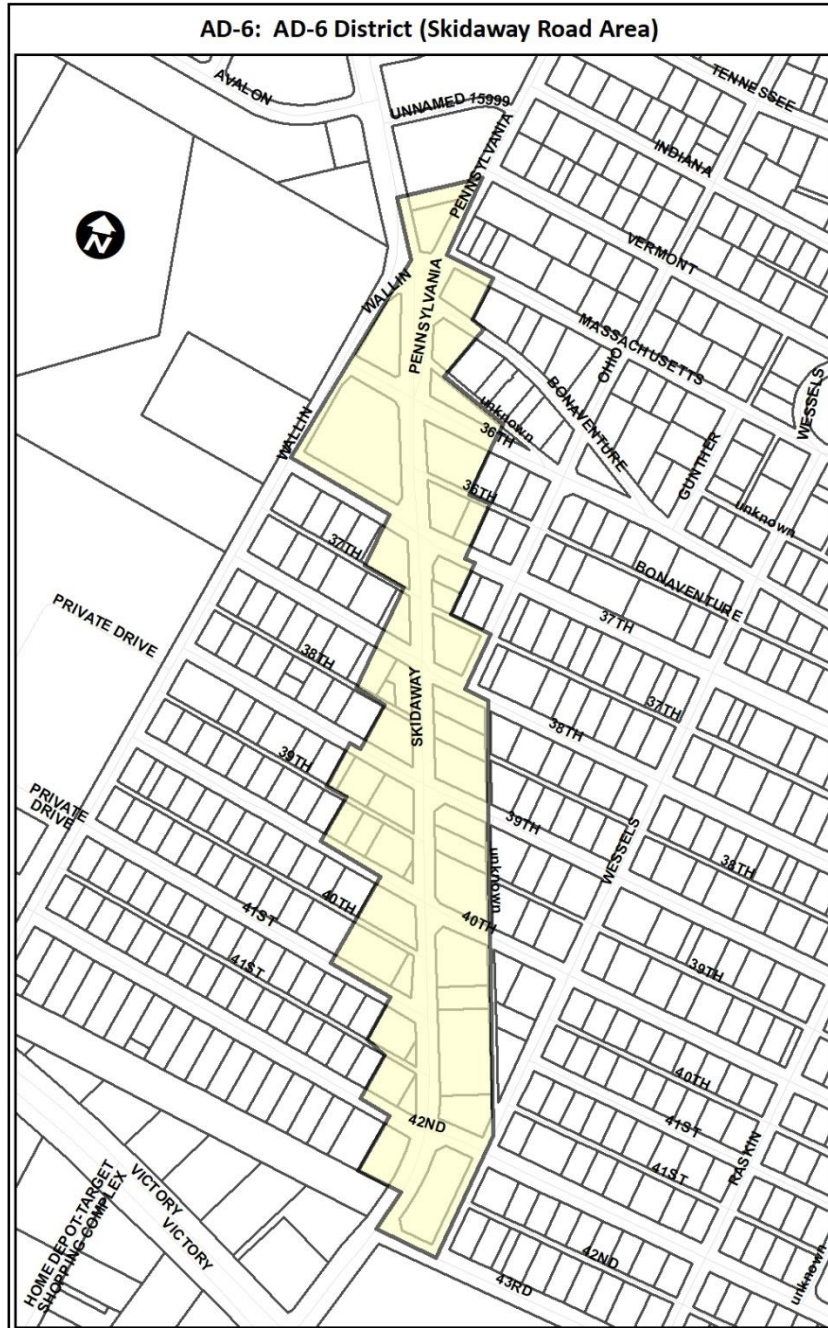
The spatial analysis process was conducted independent of the survey process. Staff chose to conduct these components separately in order to achieve an objective review of the spatial data. The spatial analysis revealed that several corridors in District 3 would benefit from the creation of an alcohol overlay. Staff utilized several conditions, including business distance and density, criminal activity and its proximity, non-conforming parcels and existing zoning district classifications, and ranked the data to make the following recommendations:

Proposed Overlay Boundaries

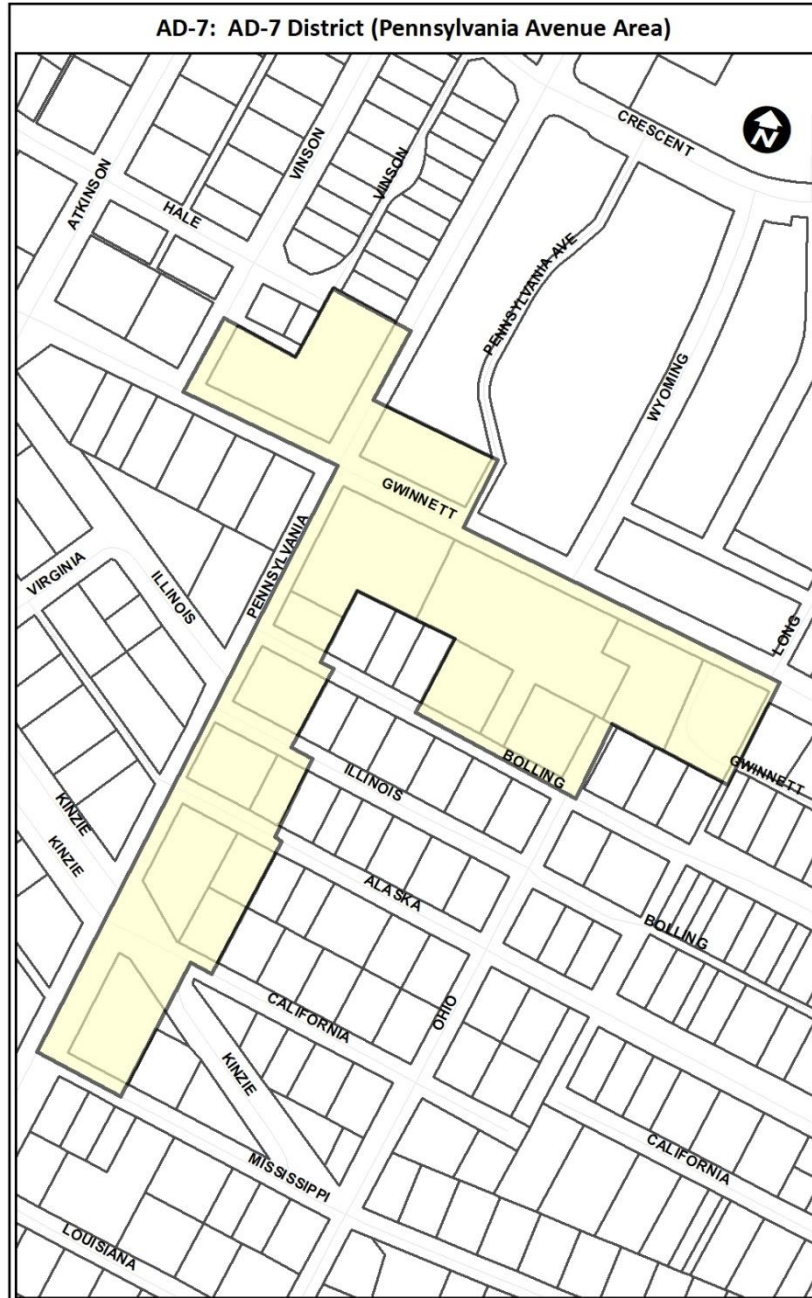
AD-5 District (Waters Avenue Area): Much of the section is zoned B-N (Neighborhood Business), which would allow for additional business to acquire an alcohol license. Several businesses along the corridor engage in alcohol sales in both Districts 2 and 3. The proposed overlay would encompass both District 2 and District 3. This corridor received a 41 percent response rate among respondents who indicated that the issues surveyed occur along this corridor.



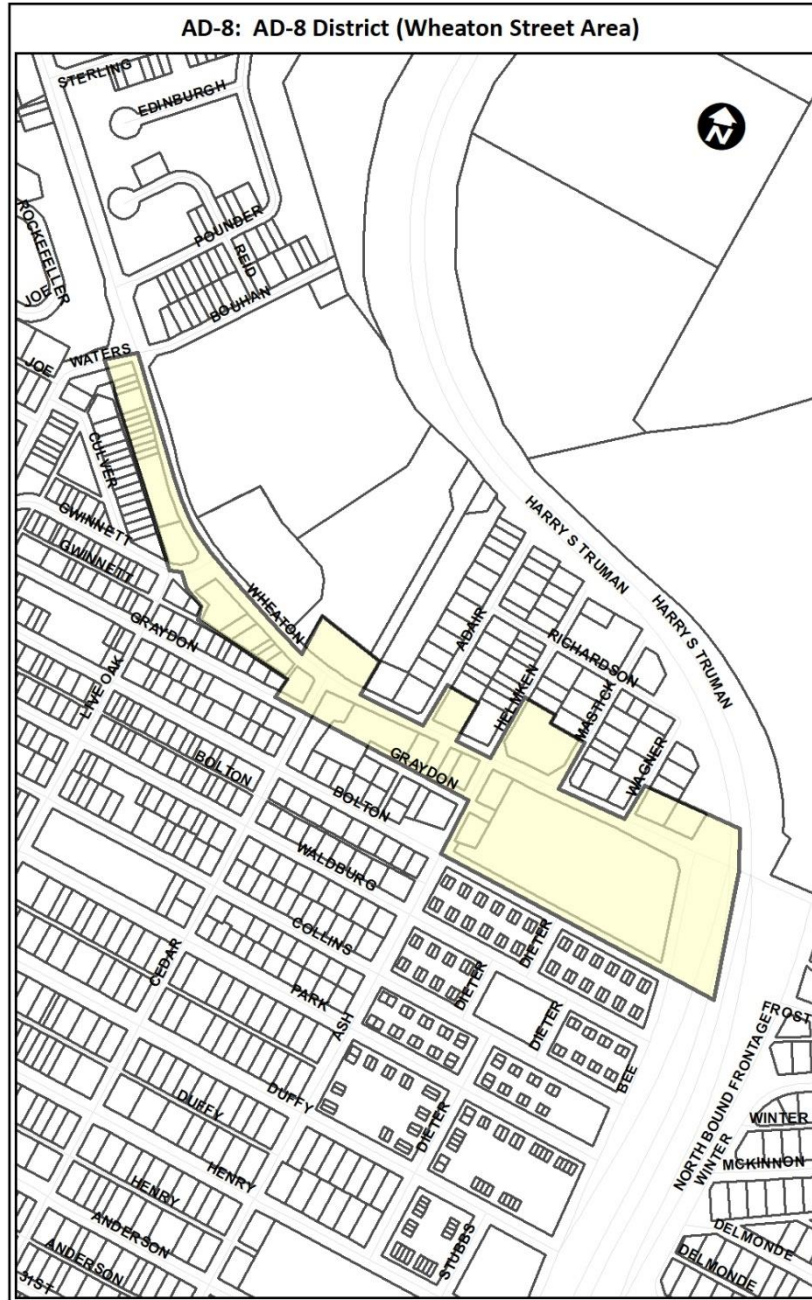
AD-6 District (Skidaway Road Area): The section is zoned B-C (Community Business). There is a significant concentration of businesses that engage in the sale of alcohol, and the existing zoning district classification provides the potential for additional businesses to offer alcohol. In addition, there is a high level of crime-related activity. This corridor received a 56 percent response rate among respondents who indicated that the issues surveyed occur along this corridor.



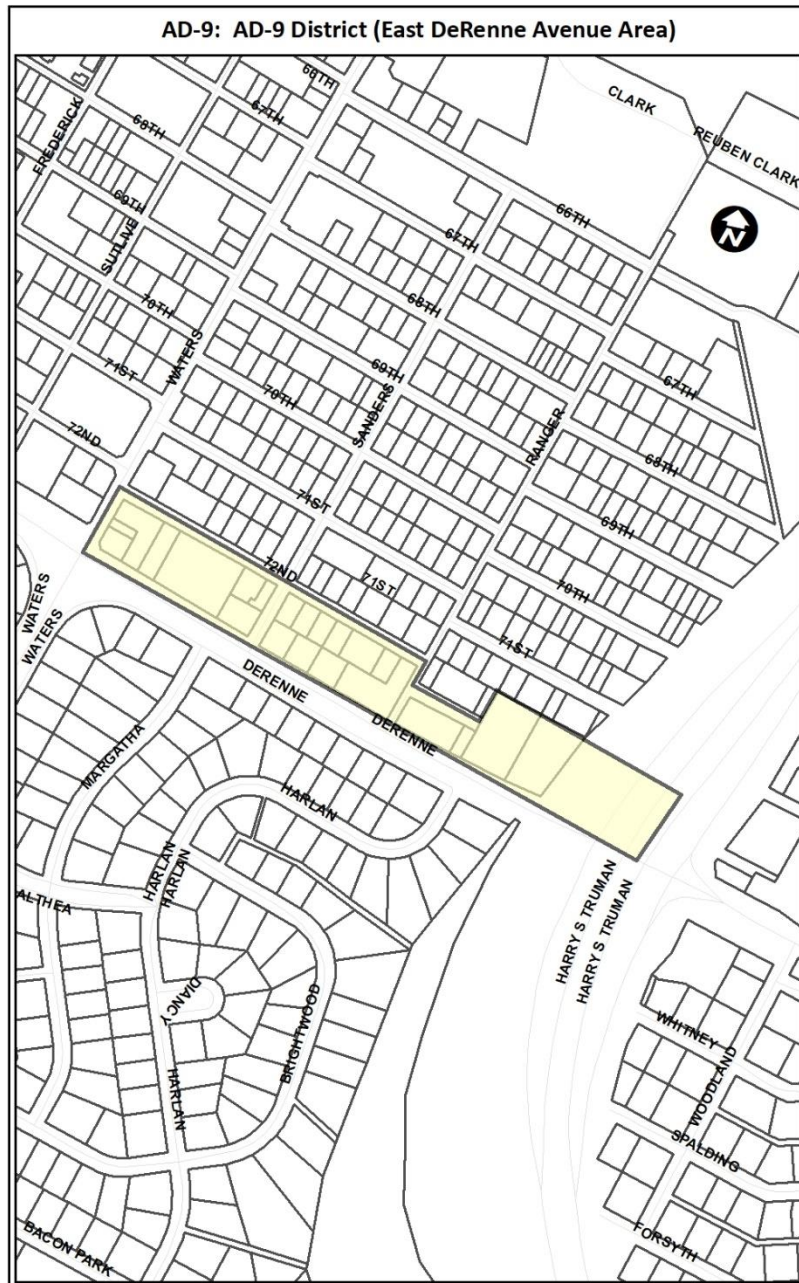
AD-7 District (Pennsylvania Avenue Area): The section is zoned B-N (Neighborhood Business), contains a low concentration of businesses associated with a high number of crime-related activity clustered in this area with the potential for additional businesses to offer alcohol due to the current zoning classification. This corridor received a 49 percent response rate among respondents who indicated that the issues surveyed occur along this corridor.



AD-8 District (Wheaton Street Area): This section is zoned B-N (Neighborhood Business) with the potential for additional businesses to offer alcohol due to the existing zoning classification. There exists some clustering of crime related activity along the corridor. This corridor received a 49 percent response rate among respondents who indicated that the issues surveyed occur along this corridor.



AD-9 District (East DeRenne Avenue Area): The section is zoned B-N (Neighborhood Business) and contains several businesses along the corridor that offer alcohol, including the potential for additional businesses to offer alcohol due to the existing zoning classification. There is no indication, among the response rate of respondents who indicated that the issues surveyed occur along this corridor; however, this corridor was selected due to concerns with the distance of businesses engaged in alcohol sales.





Neighborhoods Affected by Proposed Overlays

The following neighborhoods are directly impacted by the proposed overlays:

- **AD-8 District (Wheaton Street Area):** Blackshear, Benjamin Van Clark Park, Hillcrest Area
- **AD-9 District (East DeRenne Avenue Area):** South Garden
- **AD-7 District (Pennsylvania Avenue Area):** Twickenham, Savannah Gardens, East Savannah, Avondale
- **AD-6 District (Skidaway Road Area):** Gordonston, Avondale, Victory Heights
- **AD-5 District (Waters Avenue Area):** South Garden, Medical Arts

The Edgemere-Sackville community was heavily weighed during the spatial analysis process. The analysis revealed that, while a concentration of crime exists in close proximity to one parcel authorized for the sale of off-premise alcohol, the parcels along Waters Avenue to Live Oak Street are each zoned *Office and Institutional-Transition (OI-T)*, which does not allow, by right, limited or special use, the establishment of an *Ancillary retail dealer (off-premise consumption of alcohol)*; *Package store (not including wine specialty shops)*; *Wine Specialty Shop (not including package stores)*; *Winery, Meadery, Cidery; Brewery, Micro; Distillery, craft; Bar, tavern; Nightclub or Restaurant*.

In addition, the parcel located within this area is a non-conforming use. Staff believes that the purpose of re-evaluating existing zoning classifications and establishing new zoning classification that create non-conforming parcels is the transition of certain parcels of land from specific uses in the present to uses for the future aligned development patterns envisioned and agreed upon by the community through the community visioning and comprehensive planning process. Therefore, the subject parcel's non-conforming status achieves the desired result of an alcohol overlay without placing additional onerous restrictions on the parcel(s).